

a half away from his headquarters. He immediately assumed control and effectuated the safe return of the party to Ouerzazate that night. Colonel Ferar made sure that the entire party was comfortable and led Dr. Albert, the tour director, and my son to his office which served as a center for all the operations that evening and well into the night. Colonel Ferar worked on the matter without interruption and without attending to any of his other important duties until 2:00 a.m. In addition to offering his valuable assistance in all aspects of this tragedy, Colonel Ferar was also unfailingly courteous and helpful. He had his family make dinner for all of the concerned, which was brought into the Police Headquarters. He offered his wisdom and counsel to Dr. Albert. Since the party has returned to the United States, Colonel Ferar has forwarded a gift to the Albert family. I am informed that Colonel Ferar has been of similar assistance to Americans who have suffered grievous injuries in this region of Morocco in the past. Colonel Ferar is to be highly commended for his commitment to duty and to the very personal human needs of all concerned.

The tragic death of Lauren Albert leaves an indelible mark on the fabric of our community. Our prayers are with Dr. Albert and his family. We are grateful to the American and Moroccan officials, who accomplished everything possible to help with this tragedy and assure the safe and speedy return of our citizens.

SOLDIERS', SAILORS', AIRMEN'S, AND MARINES' BILL OF RIGHTS

Mr. FEINGOLD. Mr. President, I rise today to make a few remarks concerning S. 4, the military pay and benefits bill. Senator WARNER, the esteemed new chairman of the Armed Services Committee, has begun what I'm sure will be a distinguished tenure by addressing an issue of critical importance. I don't know if there is a more vital resource in this nation than its men and women in uniform.

Without question, certain services have a recruiting and retention problem. For a variety of reasons, officers and enlisted members are leaving the Army, Navy, and Air Force in droves, and these services are having problems bringing new people on board. Serious questions remain unresolved about the cause of this problem, or its best solution, yet we will probably vote out the bill this week without those answers, and with little concern for its fiscal impact.

I am extremely concerned that this bill came out of the Armed Services Committee without the benefit of a single hearing and with little understanding of its effects on the budget. The rush to pass this bill is perplexing. We would normally address military pay raises, retirement reform, and the other bill provisions during consideration of the annual defense authoriza-

tion bill. This course only makes more sense given the uncertainty we face regarding the budget impact of this bill. It would give the Senate ample opportunity to answer the myriad questions surrounding the bill's cost and budget implications.

Mr. President, there are some significant budget concerns raised by this bill. It increases both discretionary spending and entitlement costs, and all of its costs are heavily back loaded.

According to CBO, S. 4 increases discretionary spending by \$40.8 billion over the next 10 years. In addition, the bill's costs rise each year, reaching \$6.5 billion by 2009, and would continue to rise for a number of years after that.

The bill increases entitlement costs by \$13.2 billion over the next 10 years. Again, this figure does not fully reflect the eventual price tag as costs rise over time. CBO estimates that when the provisions of S. 4 are fully phased in, the entitlement costs for pensions would result in increased costs of \$5 billion a year. Similarly, the additional costs for so-called readjustment benefits, essentially education benefits, would rise, and by 2009 would increase by \$2.5 billion per year.

According to the Center for Budget and Policy Priorities, when fully in effect, the bill as a whole would cost at least \$15 billion per year, and possibly more. Most notably, none, let me repeat that, Mr. President, none of this is offset.

Due to these effects on the budget, the bill is subject to not one, but three 60-vote points of order: (1) It exceeds the Armed Services Committee's allocation for entitlement spending for fiscal years 1999 through fiscal year 2003; (2) It breaches the revenue floor by decreasing income tax revenues from the Thrift Savings Program provision; and (3) It has PAYGO problems because none of the new mandatory spending and tax revenue losses are offset.

Mr. President, strictly from a budget point of view, regardless of the pay and pension policies in the bill, this can be fairly characterized as a budget buster. An eventual cost of \$15 billion per year is large, and at the very least should be considered as part of an overall budget, not rushed through before we have passed a budget resolution.

There are other concerns, Mr. President. The biggest question is whether this bill will actually improve recruitment and retention. Just this week, the General Accounting Office offered preliminary data on a study showing that money has been overstated as a factor affecting decisions to stay in or leave the military. Instead, GAO found, in a survey of more than 700 service members, that issues like a lack of spare parts; concerns with the health care system; increased deployments; and dissatisfaction with military leaders have at least as much effect on retention, if not more, than money. GAO is expected to finish the report in June.

Not only that. The Defense Department and the Congressional Budget Of-

fice are expected to have their own reports in the coming weeks and months. Why not wait until then? Let's make sure we're doing the right things to maintain the world's best armed forces.

Mr. President, I'd like to address some specific provisions in the bill. As we are all now well aware, the military pension system was changed in 1986. At the time, many, including those in President Reagan's Defense Department, argued that the pension system encouraged many of our servicemembers to leave the services early. They had the benefit of several years of study and hearings to reach that conclusion.

My late colleague from Wisconsin, the former Secretary of Defense Les Aspin, devoted much of his career to shaping the world's best and most feared military. At the time we changed the military pension system, he voiced considerable concern that the pension benefits were so generous to those with 20 years of service, and still at a relatively young age, that they provided incentive to leave for the private sector, rather than stay in the service.

Our former Armed Services Committee Chairman, Sam Nunn, stated that "returning to the old system would reduce—not strengthen—the willingness of personnel to remain in the service." That is a heady statement from a colleague whose judgment on defense issues is still widely respected by those serving in this body today.

Just back in October, then-Chairman THURMOND and Senator LEVIN, the committee's ranking member, proclaimed that any change to the pension system should be subject to "careful analysis." As yet, I haven't seen one. And I would like to see that careful analysis before moving forward with this bill.

I have heard from the men and women out on the front lines. According to what I've heard, they are leaving because of ever-increasing deployments to uncertain destinations, ever-widening time away from their families, and dwindling advancement opportunities. Like anyone else, they want to see a better quality of life.

I won't disagree with the view that many servicemembers need a raise. And I firmly believe that they should receive one, especially the enlisted folks, many of whom could be getting more money by flipping burgers at the closest fast food joint. These men and women have chosen to represent our country. They deserve to be paid adequately.

Ultimately, though, Mr. President, too many questions about this bill remain unanswered. I, and I hope many of my colleagues, would like to know how this bill will affect our budget now and in the future. We just extricated ourselves from a budget quagmire. Shouldn't we have all the answers about a bill that will cost \$55 billion over the next 10 years before we vote on it? I just seems like common sense

to me. If we were to find that this bill won't harm Social Security and other important programs, and it will actually improve recruitment and retention, I would support it fully. Short of those answers, I cannot support putting our nation's budget on the precipice of disaster.

Mr. President, we have time this year to hold hearings; to hear from officers and enlisted men and women; to hear from service chiefs; to receive expert studies. There is no reason to rush this important legislation.

I yield the floor.

REPORT ON THE ADMINISTRATION OF THE COASTAL ZONE MANAGEMENT ACT (CZMA) FOR FISCAL YEARS 1996 AND 1997—MESSAGE FROM THE PRESIDENT—PM 10

The PRESIDING OFFICER laid before the Senate the following message from the President of the United States, together with an accompanying report; which was referred to the Committee on Commerce, Science, and Transportation.

To the Congress of the United States:

I am pleased to transmit the Biennial Report to Congress on the Administration of the Coastal Zone Management Act (CZMA) of the Office of the Ocean and Coastal Resource Management, National Ocean Service, National Oceanic and Atmospheric Administration (NOAA) for fiscal years 1996 and 1997. This report is submitted as required by section 316 of the CZMA of 1972 as amended, (16 U.S.C. 1451, et seq.).

The report discusses progress made at the national and State level in administering the Coastal Zone Management and Estuarine Research Reserve Programs during these years, and spotlights the accomplishments of NOAA's State coastal management and estuarine research reserve program partners under the CZMA.

WILLIAM J. CLINTON.

THE WHITE HOUSE, February 24, 1999.

REPORT CONCERNING THE NATIONAL EMERGENCY RELATING TO CUBA AND OF THE EMERGENCY AUTHORITY RELATING TO THE REGULATION OF THE ANCHORAGE AND MOVEMENT OF VESSELS—MESSAGE FROM THE PRESIDENT—PM 11

The PRESIDING OFFICER laid before the Senate the following message from the President of the United States, together with an accompanying report; which was referred to the Committee on Banking, Housing, and Urban Affairs.

To the Congress of the United States:

Section 202(d) of the National Emergencies Act (50 U.S.C. 1622(d)) provides for the automatic termination of a national emergency unless, prior to the anniversary date of its declaration, the President publishes in the *Federal Reg-*

ister and transmits to the Congress a notice stating that the emergency is to continue in effect beyond the anniversary date. In accordance with this provision, I have sent the enclosed notice, stating that the emergency declared with respect to the Government of Cuba's destruction of two unarmed U.S.-registered civilian aircraft in international airspace north of Cuba on February 24, 1996, is to continue in effect beyond March 1, 1999, to the *Federal Register* for publication.

WILLIAM J. CLINTON.

THE WHITE HOUSE, February 24, 1999.

MESSAGES FROM THE HOUSE

At 12:01 a.m., a message from the House of Representatives, delivered by Mr. Hays, one of its reading clerks, announced that the House has passed the following bills, in which it requests the concurrence of the Senate:

H.R. 409. An act to improve the effectiveness and performance of Federal financial assistance programs, simplify Federal financial assistance application and reporting requirements, and improve the delivery of services to the public.

H.R. 436. An act to reduce waste, fraud, and error in government programs by making improvement with respect to Federal management and debt collection practices, Federal payment systems, Federal benefit programs, and for other purposes.

H.R. 438. An act to promote and enhance public safety through use of 911 as the universal emergency assistance number, and for other purposes.

ENROLLED BILL SIGNED

At 12:42 a.m., a message from the House of Representatives, delivered by Mr. Hays, one of its reading clerks, announced that the Speaker has signed the following enrolled bill:

H.R. 433. An act to restore the management and personnel authority of the Mayor of the District of Columbia.

MEASURES REFERRED

The following bills were read the first and second times by unanimous consent and referred as indicated:

H.R. 409. An act to improve the effectiveness and performance of Federal financial assistance programs, simplify Federal financial assistance application and reporting requirements, and improve the delivery of services to the public; to the Committee on Governmental Affairs.

H.R. 436. An act to reduce waste, fraud, and error in Government programs by making improvement with respect to Federal management and debt collection practices, Federal payment systems, Federal benefit programs, and for other purposes; to the Committee on Governmental Affairs.

H.R. 438. An act to promote and enhance public safety through use of 911 as the universal emergency assistance number, and for other purposes; to the Committee on Commerce, Science, and Transportation.

EXECUTIVE AND OTHER COMMUNICATIONS

The following communications were laid before the Senate, together with accompanying papers, reports, and doc-

uments, which were referred as indicated:

EC-1939. A communication from the Secretary of Defense, transmitting, pursuant to law, the Department's report entitled "Theater Missile Defense Architecture Options in the Asia-Pacific Region"; to the Committee on Armed Services.

EC-1940. A communication from the President of the United States, transmitting, pursuant to law, a report on the national emergency with respect to Iraq that was declared in Executive Order 12722; to the Committee on Banking, Housing, and Urban Affairs.

EC-1941. A communication from the President and Chairman of the Export-Import Bank of the United States, transmitting, pursuant to law, the Bank's annual operations report for fiscal year 1998; to the Committee on Banking, Housing, and Urban Affairs.

EC-1942. A communication from the Secretary of the Judicial Conference of the United States, transmitting, pursuant to law, a request for the approval of the consolidation of certain judicial offices in the Southern District of West Virginia; to the Committee on the Judiciary.

EC-1943. A communication from the Assistant Secretary for Legislative Affairs, Department of State, transmitting, pursuant to law, the report of a rule entitled "Documentation of Nonimmigrants Under the Immigration and Nationality, as Amended; Photograph Requirement" received on February 17, 1999; to the Committee on Foreign Relations.

EC-1944. A communication from the Chairman and Chief Executive Officer of the Farm Credit Administration, transmitting, pursuant to law, the Agency's proposed budget for fiscal year 2000 and a response to the General Accounting Office's report "Government-Sponsored Enterprises: Federal Oversight Needed for Nonmortgage Investments"; to the Committee on Agriculture, Nutrition, and Forestry.

EC-1945. A communication from the Director of the Office of Congressional Affairs, Nuclear Regulatory Commission, transmitting, pursuant to law, the report of a rule entitled "Use of Physical and Scientific Consultants in the Medical Consultant Program" received on February 19, 1999; to the Committee on Environment and Public Works.

EC-1946. A communication from the Director of the Office of Regulatory Management and Information, Environmental Protection Agency, transmitting, pursuant to law, the report of a rule entitled "Amendment to National Standards of Performance for Steel Plants: Electric Arc Furnaces Constructed After October 21, 1974, and On or Before August 17, 1983, and Electric Arc Furnaces Constructed After August 17, 1983" (FRL6234-8) received on February 19, 1999; to the Committee on Environment and Public Works.

EC-1947. A communication from the Assistant General Counsel for Regulations, Department of Education, transmitting, pursuant to law, the report of a rule entitled "Student Assistance General Provisions" received on February 17, 1999; to the Committee on Health, Education, Labor, and Pensions.

EC-1948. A communication from the Deputy Executive Secretary, Department of Health and Human Services, transmitting, pursuant to law, the report of a rule entitled "Medicare Program; Changes to the Medicare+Choice Program" (RIN0938-A129) received on February 22, 1999; to the Committee on Health, Education, Labor, and Pensions.

EC-1949. A communication from the Deputy Executive Secretary, Department of Health and Human Services, transmitting,